

# **HOMELAND SECURITY GRANT PROGRAM**

## **FFY 2019 Investment Budget**



**Department of Military Affairs/Wisconsin Emergency Management**

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Department of Military Affairs/Wisconsin Emergency Management  
2400 Wright Street PO Box 7865 Madison, WI 53707-7865

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## About this document

This document provides summary information on the FFY2019 investment justifications that the Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) submitted to FEMA as part of Wisconsin's Homeland Security Grant Program application.

Included in the document is an introduction, risk assessment, a comprehensive budget identifying investments totaling \$4,077,500 and summaries describing each justification area.

If you have questions about the budget process or individual projects, please email at [Shannon.Ladwig@Wisconsin.gov](mailto:Shannon.Ladwig@Wisconsin.gov).

# Introduction

The Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) has developed the Wisconsin Homeland Security Grant Program (HSGP) investment budget for federal fiscal year (FFY) 2019. Investment summaries and budgets for all of the proposed investments are provided in this document.

The grant program, funded through FEMA, helps to protect Wisconsin's communities by building the capacity to prevent, respond to, and recover from a catastrophic incident. DMA/WEM is the State Administrative Agency (SAA) for the program.

DMA/WEM works directly with a broad spectrum of emergency response agencies at all levels of government in developing investments to improve the state's preparedness through planning, training, exercising, and the acquisition of specialized equipment. The program focuses on a number of priorities that include building interoperable communications, improving information sharing, developing regional emergency response, and increasing community preparedness.

Wisconsin's investments support the 2015-2018 State Homeland Security Strategy. In addition to supporting the statewide strategy, the investment budget is also designed to meet key federal grant requirements, such as the allocation of at least 25% to law enforcement activities and a pass-through of 80% to local governments. The local pass-through requirement is met by a combination of direct grants and agreements between state and local agencies.

The state's investment budget was developed through outreach to the public safety and emergency management communities through a number of working groups and committees used by DMA/WEM. The projects funded in these Investments Justifications were reviewed and prioritized by the Homeland Security Funding Working Group on April 25, 2019. The committee consists of representatives from local fire and law enforcement agencies, EMS, tribal, public safety, state agencies, non-profits, and the private sector. Local representatives are appointed by the state's public safety associations. Current membership of the Working Group represents the following organizations:

Badger State Sheriffs Association	Department of Natural Resources
Wisconsin State Fire Chiefs Association	Wisconsin State Patrol
Wisconsin Chiefs of Police Association	Dept. of Ag, Trade and Consumer Protection

Wisconsin EMS Association	Department of Administration
Wisconsin Emergency Management Assoc.	Department of Health Services
WI Tribal Emergency Mgmt. Assoc.	Department of Justice
American Red Cross	City of Milwaukee
Private Sector- Great Lakes Madison	Wisconsin Emergency Management

## Budget Breakdown

In FFY2019, Wisconsin will receive a total of \$4,077,500 in State Homeland Security Grant Program (HSGP) grant funding.

This year's allocation had an increase of \$97,500 from the previous years. There is an increase in funding to a few specific investments including Intelligence & Information Sharing, Cyber Security, Communications Interoperability and Whole Community Preparedness. These increases are related to building new capabilities.

<b>FY19 Investments</b>	<b>Total</b>
Communications Interoperability	\$20,524
Critical Infrastructure – Food & Agriculture Security	\$12,000
Cyber Security	\$64,240
Emergency Regional Response Teams	\$1,435,200
Intelligence & Information Sharing	\$1,046,000
NIMS Implementation Training & Exercising	\$621,410
WEM Administration & Planning	\$646,648
Whole Community Preparedness	\$231,478
<b>Total:</b>	<b>\$4,077,500</b>

\* Law Enforcement Allocation: Across all investments, at least \$1,019,375 (25%) is allocated for law enforcement activities.

\*\* Local Government Pass-through: at least \$3,262,000 (80%) will be allocated for local projects.

# Risk Assessment

Wisconsin's THIRA identifies thirteen threats and hazards that would most challenge local and state capability across the five emergency management mission areas (i.e., prevention, protection, mitigation, response, recovery). For each threat and hazard identified the scenario would cause realistic catastrophic impacts for affected populations and would put extreme stress on emergency management and response capabilities. The threats and hazards with corresponding scenarios are:

- Severe Weather (Tornado) – Multiple tornadoes throughout the Southwest, Southeast, and East Central WEM regions with the largest, an EF4, striking a heavily-populated urban area.
- Flooding – Extensive wide-spread flooding.
- Wildfire – A 104,000-acre wildfire in a high-risk wildland urban interface area.
- Emerging Infectious Diseases (Pandemic – Human) – A statewide flu pandemic.
- Disruption of Life Lines (Cyber Attack) – A cyber-attack causing a widespread power outage.
- Utility Interruption (Cyber Attack) – A cyber-attack causing a widespread power outage.
- Hazardous Material Incident (Hazmat Release – Chemical) – A hazardous materials release in a densely populated area, requiring mass evacuation.
- Terrorism – Homegrown violent extremists (HVEs) attacks on crowded festival, large resort complex, and outdoor entertainment venue.
- Food and Agriculture Emergency (Biological Attack) – Foot and Mouth Disease spread across the state and into neighboring states resulted in a Food and Agricultural Emergency quarantine.
- Drought and Extreme Heat – Drought and extreme heat affecting southern two-thirds of the state.
- Winter Storms and Extreme Cold (Winter Storm/Ice Storm) – Severe ice storm followed by a period of bitter cold in the Southeast and Southwest WEM regions.
- Coastal Erosion and Bluff Failure – High lake levels coupled with severe storm wind and wave action cause severe coastal erosion along Lake Michigan and flooding damaging public and private property and infrastructure.
- Radiological Release (Hazmat Release – Radiological) – Storm damage to a nuclear power plant coupled with loss of off-site electrical power results in a radiological release.

The identified threats and hazards are not a ranked list of the highest threats and hazards in Wisconsin. They were developed to represent a cross-section of threats and hazards,

addressing at least one natural, one human-caused, and one technological hazard. Their purpose is to provide the basis to assess broad range impacts on all 32 core capabilities, which will help assess capability and capacity.

The current terrorist threat is real. Organizations such as ISIS/L openly advocate for radicalization of extremists to attack targets in the homeland. Frequently identified targets include law enforcement and military personnel, and large public gathering/celebrations. A key enabler of this focus is social media, which provides robust, unfiltered, and persistent access to large numbers of people at home and around the world who are vulnerable to disinformation and radicalization.

The threat of cyber-attacks has evolved so rapidly in recent years that any attempt to list recent historical occurrences is quickly outdated. Since 2009, there has been an increase in cyber-based attacks directed at power generation and oil companies. The attacks have used a mix of spear-phishing, social engineering, operating system bugs, and remote administration tools (RATs) for access; none of these approaches are very advanced or hard to develop and manage. There are several independent cyber-terrorist groups that are perpetrating crimes against public and private networks, as well as government networks. These groups typically operate with the intent to gain access to sensitive or classified material and disseminate it to the public as a means to discredit or embarrass the target. There is no magic bullet for cyber preparedness—disciplined processes are required that mitigate exposure and provide robust response capabilities when cyber events occur that stop the bleeding, triage the damage, and move quickly to limit damage and assure state operability.

As a geographically and demographically diverse state, there are significant regional differences in the anticipated likelihood and consequences of threats and hazards across the state. An informal survey of the six Wisconsin Emergency Management regions found that tornadoes were considered to be among the most significant hazards in five of the six regions, while cyber incident/power outage and hazardous materials incidents were also consistently ranked high. Flooding received a high ranking in the southwest and west central regions.

The implementation of Wisconsin's investments will use risk-based allocation methodologies that account for areas of concentrated risk in high-population areas of the southern portion of the state. The state assesses risk by conducting a comprehensive Threat and Hazardous Incident Risk Assessment (THIRA). The THIRA was completed in December 2018 and it is updated on an annual basis in accordance with federal grant guidance.



# Purpose of Homeland Security Grant Program

The HSGP provides financial support to State Local Tribal Territorial (SLTT) jurisdictions to help them build, sustain, and deliver core capabilities identified in the National Preparedness Goal. *A key focus and requirement of the HSGP is to prevent terrorism and other catastrophic events and to prepare the Nation for the threats and hazards that pose the greatest risk to the security of the United States, including risks along the Nation's borders.* When applicable, funding should support deployable assets that can be used anywhere in the Nation through automatic assistance and mutual aid agreements, including, but not limited to, the Emergency Management Assistance Compact (EMAC).

The HSGP supports investments that improve the ability of jurisdictions nationwide to:

- ✓ Prevent a threatened or an actual act of terrorism;
- ✓ Protect citizens, residents, visitors, and assets against the greatest threats that pose the greatest risk to the security of the United States;
- ✓ Mitigate the loss of life and property by lessening the impact of future catastrophic events;
- ✓ Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident; and/or
- ✓ Recover through a focus on the timely restoration, strengthening, accessibility and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident, and do so in a manner that engages the whole community while ensuring the protection of civil rights.

# Communications Interoperability

*FY19 Funding Amount: \$20,524*

## Investment description

This investment contains a new project to fill an identified gap. This funding will be used to conduct a Communications Exercise (COMMEX) which provides trainees an opportunity to demonstrate proficiency and complete Position Task Books (PTB). Currently, Wisconsin has 43 state recognized Communication Unit Leaders (COMLs) and nine state recognized Communication Unit Technician (COMTs). According to the Communications Asset Survey Management (CASM) there are several COMLs and COMTs trainees who have completed the classroom portion of the training however they are required to complete specific tasks for they are recognized as a COML or COMT in the state. This exercise will provide that opportunity.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$
Training	\$0
Exercises	\$20,524
<b>Total:</b>	<b>\$20,524</b>

## Critical Infrastructure – Food & Agriculture Security

*FY19 Funding Amount: \$12,000*

### Investment description

This investment funds one project. DATCP Multi-state Partnership Support and Exercise: This funding will provide continued financial assistance to the Multi-State Partnership (MSP) for the ongoing exercise and planning efforts. The allocation for this project is \$12,000.

### Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$
Training	\$12,000
Exercises	\$
<b>Total:</b>	<b>\$12,000</b>

# Cyber Security

*FY19 Funding Amount: \$64,240*

## Investment description

This investment will fund four projects at Department of Administration (DOA) for the State Local Tribal Territorial Teams:

1. Cyber Response Jump Bags. Since the inception of the Cyber Response Teams (CRT), the three teams are following the FEMA and military model for structure and deployments. One of the identified gaps during response are jump bags for each of the team members. This equipment will provide a sandbox environment to allow team members to monitor what traffic is going out of the network and where it is going. These bags contain laptops, monitors, hardware, software, and team guide books. The allocation for this project is \$25,000.
2. Training: These funds will support training for the SLTT members. Team members will be trained to protect against, respond to, recover from and mitigate cyber incidents. This allocation for this project is \$30,000.
3. Exercise: These funds will provide team members the ability to participate in two exercises. This allocation for this project is \$ \$7,940.
4. Operations: These funds will purchase USBs that will assist the team members in copying logs/malicious files to be analyzed from an infected network, some of the USBs can also be used for sysinternals or other troubleshooting software to aid in responding. These will be kept in the Jump Bags for each team member to use. In addition, business cards for each team members to assist in identifying an individual along with the appropriate emergency resource numbers for quick reference. This allocation for this project is \$1,300.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$1,300
Organization	\$
Equipment	\$25,000
Training	\$30,000

Exercises	\$7,940
<b>Total:</b>	<b>\$64,240</b>

# Emergency Regional Response Teams

*FY19 Funding Amount: \$1,435,200*

## **Investment description**

This Investment consists of two projects:

1. The Aligned Law Enforcement Response Team (ALERT) initiative is comprised of local law enforcement tactical and bomb teams representing each of Wisconsin's seven Emergency Police Service (EPS) areas. The initiative includes eight regional SWAT teams, comprised of ten agencies, five EOD teams comprised of eight agencies, and dive teams that are comprised of five agencies that have signed agreements to participate.

The mission of the specialty teams is to provide armed, tactical response in environments containing Weapons of Mass Destruction (WMD) and/or acts of terrorism and to provide a resource for mutual aid to jurisdictions in need of additional tactical capabilities and specialty teams. The teams possess equipment inventories.

Advanced training allows for enhanced tactical and hazardous device related services to include large scale coordinated responses. Each agency is required to fulfill strict standards of training and other requirements outlined in a Standard Operating Procedural manual.

This funding will be used to provide funding for new equipment, improved specialized equipment, and advanced and contemporary training that allows the teams to maintain capabilities and to reach out to partnering agencies and build better working relationships and trust with those agencies, through collaborative training.

Funded projects are a part of a multi-year funding plan. This project was allocated a total of \$892,000 for the purchase of training and equipment such as; Ballistic equipment, Rigid Inflatable Boat, Class A SCBA Suits, Negotiator Phone, AgileMesh Communications, Portable X-ray, Bomb Suits, Remote Detonator, Remote Operated Vehicle Imagery Sonar, Dive Air Tanks, Dive Equipment, and Training. Some equipment is subject to a cost share with the locals.

2. Wisconsin Task Force 1 (WI-TF1) is an Urban Search and Rescue response team designed to provide a coordinated response to disasters in urban environments. Emphasizing on locating and extricating victims trapped in collapsed structures, confined spaces, or trenches in largely populated areas, the task force is capable of responding to State

disasters including earthquakes, flooding, widespread tornadoes, and man-made technological and terrorist events, and being self-sustained for a minimum of 72 hours. WI-TF1 is also capable of operating on behalf of local jurisdiction responders when they are either absent or conditions exceed their internal capabilities, recognizing “*home rule*” governance exists in the State of Wisconsin. This specialized operational assistance is an augmentation to local emergency once it is recognized that incident conditions will exceed local asset capabilities and significant state response assets are required.

WI-TF1 can provide assistance in a number of ways, including;

- ✓ Reconnaissance to assess damage, determine needs, and to provide feedback to local, state, and federal officials
- ✓ Conduct hazard surveys and evaluation of affected areas
- ✓ Conduct shoring and cribbing operations as required, conducting physical search and rescuing inside damaged and collapsed structures
- ✓ Provide emergency medical care to Task Force personnel and severely injured disaster victims or those who are still trapped and in need of extrication
- ✓ Conduct Wide Area Search operations over large areas

WI-TF1 is a state resource authorized through Wisconsin State Statute #323.

This project was allocated a total of \$543,200 to equip, train and exercise the team.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$
Organization	\$
Equipment	\$909,200
Training	\$376,000
Exercises	\$150,000
<b>Total:</b>	<b>\$1,435,200</b>

# Intelligence & Information Sharing

*FY19 Funding Amount: \$1,046,000*

## **Investment description**

This initiative funds two programs: the Wisconsin Statewide Information Center (WSIC) and the Southeastern Wisconsin threat Analysis Center (STAC).

1. The WSIC is an “all-crimes, all-hazards, all-threats, and all-events” intelligence fusion center. The WSIC serves as a focal point for information sharing in the state and local environment and has been designated by the Governor, through his Homeland Security Advisor (HSA), as the primary state fusion center in Wisconsin. The primary mission goals of the WSIC are:
  - Provide law enforcement, fire service, emergency management, public health, military, and other key private sector security partners with the ability to assimilate and utilize broader based intelligence to more effectively address the state’s need for information sharing amongst those responsible for protecting our citizens.
  - To effectively gather, receive, analyze and disseminate relevant intelligence to the appropriate agency or private sector partner in the most concise and expedient manner possible.
  - Provide analytical, technical and major case criminal investigative support to law enforcement partners across the state.
  - Communicate, coordinate and collaborate at all levels of government to ensure that fair, objective and unbiased intelligence products are maintained, distributed or purged as required and in compliance with state and federal regulations concerning privacy, civil rights and civil liberties.

The WSIC was allocated a total of \$730,000. The funding will be used for continued support, maintenance and training for WSIC operations and to conduct training programs such as; TLO/FLO/CLO.

2. The Southeastern Wisconsin Threat Analysis Center (STAC) is currently one of 78 Fusion Center recognized by the US Department of Homeland Security (DHS). STAC is one of two centers in the State of Wisconsin with an area of responsibility that covers SE Wisconsin. The funding will be used for four projects for the STAC.



1. Operations/Training for Analysts: This training will expand existing capabilities within the fusion center; situational awareness, collaborate with local, state and federal law enforcement agencies to identify and minimize threat factors; maintain and expand partnerships with the private sector. The allocation for this project is \$46,000.
2. STAC Analyst: The position will provide support in the form of analytical, technical, and major homeland/criminal investigative aid to all levels of government and other private sector security partners. Objectives will include infrastructure Protection Analysis, general analytical work, exercising, and training related to STAC Operations. This project was allocated \$140,000.
3. STAC CLEAR Facial Recognition: This application allows law enforcement to conduct timely identification of individuals in the field at public events with the potential to be targeted by extremists and criminal entities. This subscription service allows potential threats to be efficiently and effectively identified and mitigated. This project was allocated \$50,000.
4. STAC Medical Intelligence Analyst: This position will work with the Southeastern Wisconsin Threat Analysis Center (STAC), Southeast Wisconsin HealthCare Emergency Readiness Coalition (HERC), public health, healthcare, and emergency management partners to provide real time tactical, operational, and strategic medical information to stakeholders. This project is a continuation from FY17 & 18 with matching funds from HERC. This project was allocated \$80,000.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$996,000
Organization	\$
Equipment	\$50,000
Training	\$
Exercises	\$
<b>Total:</b>	<b>\$1,046,000</b>

# NIMS Implementation Training & Exercising

*FY19 Funding Amount: \$621,410*

## **Investment description**

This initiative funds five projects.

1. **Training and Exercise officers:** This funding is used to assist counties and tribes with table top, functional and full-scale exercises. The exercise officers will ensure NIMS compliance in exercise design and will readily use the HSEEP exercise system and building block approach. The exercise officers will assist in meeting county and tribal deliverables. The exercise officers will also ensure that after action reports and improvement plans are written for the exercises they are involved in. The training and exercising officers also work on training related projects that are a part of WEM's training and exercising program. Funding in the amount of \$218,765 includes costs for personnel, fringe, supplies, indirect as assessed by DMA, travel and training. This project has a cost share as 2/3 of the cost is paid by HS and 1/3 is paid by EMPG.
2. **NIMS/ICS Training:** Funding is used to provide training to state and local emergency responders and the private sector at no-cost through the Statewide Training Portal. Funding is used for contractor fees for certified instructors, supplies, and travel. A total of \$200,000 was allocated for this program.
3. **Local Exercises:** this is a competitive grant program that funds exercise contractor support, supplies, and travel for county and tribal exercises. These funds often supplement WEM exercise officers for larger functional and full-scale exercises, or provide support for exercises when WEM staff is unavailable. A total \$100,000 was allocated for this program.
4. **SIMCOM:** The State Interoperable Mobile communications (SIMCOM) exercise is an annual communications functional exercise that is sponsored by Wisconsin National Guard and the Wisconsin Emergency Management. This will be the 13<sup>th</sup> year conducting this exercise. This year the exercise will be conducted in Sauk County to help the partners exercise communications interoperability prior to the full-scale exercise that is tied to the DARES exercise in September of 2020 in the Wisconsin Dells Area. SIMCOM brings a challenging venue for multi-agency communications support and coordination exercise in response to a large-scale incident. A total of \$12,145 was allocated for this project.

5. **Air Operations and GIS Support:** This project provides equipment, software, and updated imagery to enhance WEM’s ability to provide situational awareness and operational coordination by developing and distributing better GIS analytical products to incident commanders and decision-makers in state, county, tribal, and local EOCs. Six field-deployable kits will enhance the ability of the Air Coordination Group and partner agencies to support local incidents when state aviation assets are requested. Six kits totaling \$34,000 will be deployed in each WEM region office and one at the SEOC to be issued to Drone Network and/or Air Coordination Group field liaisons. The kits will include ground control stations and VHF radios. The ground control station provides second screen for incident commanders and others to view the live stream footage. Because these kits are field deployable a ruggedized kit is needed. The VHF radios will be included with the ground station.

Data coming in from UAS to SEOC GIS is greater than 50% of all images being received. A Drone2Maps software license costing \$1,500 will allow the SEOC to more efficiently process images, create products. and more effectively push products to county, tribal and local units of government. These products will include orthomosaic base maps, 3D images, and advanced elevation products.

Up-to-date, accurate, and consistent statewide leaf-off imagery is essential to provide a base layer for many GIS applications, including the “before” imagery in any swipe application and in the mitigation program to determine if structures are in the floodplain. The project will allow WEM to participate in Wisconsin Regional Orthoimagery Consortium (WROC) 2020, which provide an update of Wisconsin's statewide imagery at 12" accuracy. The last update was completed in 2015. This project will allow the SEOC to build swipe maps and other products to compare before and after event imagery. The improvement in GIS products and increased capability in air operations will be instrumental for situational awareness during a terrorist incident and in response to and recovery from any incident.

A total of \$90,500 was allocated for this project.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$275,265
Organization	\$

Equipment	\$34,000
Training	\$200,000
Exercises	\$112,145
<b>Total:</b>	<b>\$621,410</b>

# WEM Administration & Planning

*FY19 Funding Amount: \$646,648*

## Investment description

As the State Administrative Agency, DMA/WEM has the responsibility for all aspects of the programmatic and financial administration of the Homeland Security grants, which includes; developing funding announcements, reviewing and processing applications, processing payments, monitoring grant activity, and completing reporting requirements.

## Budget

Solution Area	Amount of Proposed Funding (\$)
Planning	\$646,648
Organization	\$
Equipment	\$
Training	\$
Exercises	\$
<b>Total:</b>	<b>\$646,648</b>

# Whole Community Preparedness

*FY19 Funding Amount: \$231,478*

## **Investment description**

This initiative funds three projects.

1. The Whole Community Preparedness Coordinator will conduct outreach activities to the private sector, individuals and families that will help them to better prepare their businesses and homes. This will help to minimize the impacts of a disaster, because of the planning and preparation completed in anticipation of an emergency.  
The preparedness coordinator position is the liaison with the private sector and their assistance in a disaster through the Business Emergency Operations Center (BEOC) along with the Virtual Business Emergency Operations Center (VBEOC). The preparedness coordinator has been meeting with businesses in the critical infrastructure sector and important service providers.  
This position supports existing public private partnership and works to pursue opportunities to introduce new partnerships. This project is allocated a total of \$103,025.
2. DARES Exercise: This project is a part of the major two- year full scale exercise which is a complex coordinated terrorist attack in the Dells area in September of 2020. This exercise is part of the Homeland Security Strategy that outlines a major, multi-jurisdictional exercise every two years. Planning, training and tabletop exercises have already begun for this exercise along with the hiring of a local planner in the last funding cycle. This project request is to fund supplies to conduct the exercise along with the lodging, meals, and rehab items for approximately 1000 participants over three days of the exercise. Participants include local jurisdictions, many private sector partners for the Dells area, state staff and federal staff. This project is allocated \$42,120.
3. DARES Exercise Preparation: This project is a part of the major two- year full scale exercise which is a complex coordinated terrorist attack in the Dells area in September of 2020. This exercise is part of the Homeland Security Strategy that outlines a major, multi-jurisdictional exercise every two years. Planning, training and tabletop exercises have already begun for this exercise along with the hiring of a local planner in the last funding cycle. This funding request will support contractors and an LTE to assist with the execution of the full-scale exercise. The contractor will write the MSEL(\$45,000) and an LTE will handle the exercise purchasing/logistics (\$30,000). These two individuals will

be critical to the success of the DARES large full- scale exercise in September 2020. They will assist in planning prior to the exercise, during the exercise, and through the final after action report. This will include a number of tabletop exercise prior to the full - scale exercise. This project is allocated \$82,462.

### **Budget**

<b>Solution Area</b>	<b>Amount of Proposed Funding (\$)</b>
Planning	\$106,896
Organization	\$
Equipment	\$
Training	\$
Exercises	\$124,582
<b>Total:</b>	<b>\$231,478</b>